

7 May 1956

MEMORANDUM FOR THE RECORD

SUBJECT: Language Resources Program

1. At my request, Mr. [] called Mr. Silverman at GAO to inquire about the words "presumably on their own time and at their own expense" used in the Comptroller General's letter of 12 April 1956 with respect to payment of cash awards under the Government Employees Incentive Awards Act.

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2. Mr. [] advised that Silverman said that this language was in the nature of dictum and was applicable only to the paragraph in which it was contained and that it was not intended to imply any limitation with the rest of the letter which dealt with CIA authorities under sections 10(a) and 10(b).

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3. Mr. [] was advised of this in order that he may complete drafting of the appropriate regulations.

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[]
Deputy General Counsel

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OGC/[]:mks

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Office Memorandum • UNITED STATES GOVERNMENT

TO : General Council

DATE: 2 April 1956

ATTN : Mr. [REDACTED]

FROM : Chief, Language and External Training School, OTR

SUBJECT: Your Request for Indication of Unclassified Portions of Staff Study on the Foreign Language Development Program

1. In response to your request for indication of the unclassified portions of the staff study that may be showed to the Comptroller General of the United States in connection with the Agency's request for his authorization to grant awards for development of language competence, I have marked in red on the attached draft those portions which I, as originator of the document, regard as unclassified so far as the desired use is concerned. Specifically these portions are:

a. The basic part of the staff study--para. 4b only (which sets forth the essential conclusions regarding the awards aspect of the total program)

b. Annex A (pp. 3-10), Para. B (all)--the Incentive Awards Program

c. Annex A, Para. C, 2a only (on costs)

d. Annex B (pp. 2-4) Para. 4a-g only.

2. With reference to the table of awards, it is probable that minor modification will be made in the groupings of languages and in the amounts of awards. These modifications are desirable to eliminate certain comparative inequities that current research in this office, in collaboration with other language specialists, indicates exists in the original table. The modifications, however, are all within the range of \$50-800 in the approved plan. These amounts, as you know, are intended to reflect, comparatively, the amount of effort required to attain various levels and types of proficiency in languages of varying difficulty.

3. In indicating to you portions that I feel may be regarded as unclassified for purposes of showing to the Comptroller General, it is understood that before doing so you will obtain the concurrence of the Security Office with my opinion.

4/10/56
Concur with
indicated deletions and
provided revised for
"Official Use Only"

cc: A/DTR

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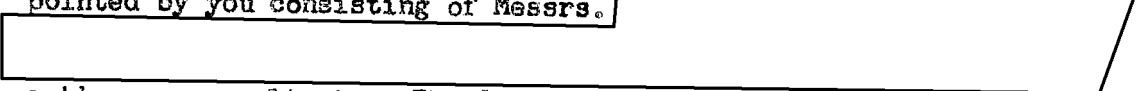
31 January 1956

MEMORANDUM FOR: Deputy Director (Support)

SUBJECT: Foreign Language Development Program

1. Attached hereto is a staff study with annexed draft of a regulation designed to bring into being a Foreign Language Development Program. This has been developed by the ad hoc Committee appointed by you consisting of Messrs. 

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acting as consultants. The Committee has had seven meetings for a total of about twenty hours, and a drafting group of two persons has worked full-time since the project began on 6 January 1956.

2. In development of the draft regulation, the Committee has considered a wide variety of related factors. In original consideration of each factor, the personal opinions of members of the Committee represented most of the alternative views believed reasonable. Repeated discussion of each, in itself and in relation to other factors, gradually produced a general unanimity of opinion represented by the substance of the draft regulation and the staff study. It is my opinion that this unanimity represents conviction, not compromise.

3. The Committee submits, therefore, its staff study and draft regulation with unanimous approval of all members.


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SUBJECT: Foreign Language Development Program

4. CONCLUSIONS:

a. A comprehensive Foreign Language Development Program is essential to meet current and future Agency requirements for an adequate number of staff personnel proficient in foreign languages. The essential requirements of such a program are:

(1) The reiteration of the command responsibility of each Deputy Director to determine current and future language requirements for the full discharge of his responsibilities and to take all necessary and proper steps to assure the continuing attainment and maintenance of language proficiency by staff personnel under his jurisdiction.

(2) The provision of incentive, in the form of monetary awards to Career Staff personnel to attain and/or maintain defined standards of workable proficiency in one or more foreign languages.

(3) The provision of adequate facilities, both within and without the Agency, to permit qualified staff personnel to attain and maintain proficiency, regardless of the specific language requirements of their positions.

(4) The selection of a limited number of Career Staff personnel having exceptional qualifications for intensive training to develop proficiency in difficult, unusual, or short-supply languages for which a requirement may develop.

(5) The establishment of a register of the foreign language competence of all staff personnel having language competence, based upon uniform standard tests, in order readily to identify those individuals competent to meet a specific Agency language requirement.

c. The Regulation in Annex B will meet the objective of the Director.

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5. RECOMMENDATIONS:

It is recommended:

a. That the foregoing conclusions be approved.

b. That the Regulation set forth in Annex B be approved and issued



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Annex A

DISCUSSION

A. THE LANGUAGE PROBLEM

1. There is no Agency policy that dictates the determination of requirements for language competence of staff personnel to perform current assignments or to assume probable future assignments, and that assures continuing attainment and maintenance of language proficiency by staff personnel adequate for such assignments.
2. The pressure to get the job done along with the lack of personnel has prevented development of necessary competences, either for current assignments or for building a reserve to meet unforeseeable future needs.
3. Varying degrees and types of language competence are required. These must be developed in advance of need. Development of the minimum workable competence requires from 5 months to several years of full-time training and continuous use, or the equivalent; and full proficiency requires from one year to three years full-time, depending upon the difficulty of the language.
4. There is no authorization, under current policy or regulation, to permit Agency-sponsored language training:
 - a. not directly related to the current or prospective duty assignment,
 - b. over and above the requirements of duty assignment, to contribute to development of full proficiency,
 - c. in unusual, difficult or short-supply languages of probable future significance to intelligence, without reference to duty assignment, to build a reserve.
5. There is, at present, no effort incentive for personnel to develop language proficiency, either related to the current job or to building of a reserve for future use.
6. The Agency does not at present know the nature and extent of its language competences. There is no reliable inventory of existing competence of staff personnel to meet requirements of a particular assignment or problem requiring foreign language.
7. There is an existing small language proficiency testing program, administered by OTR, which is developing objective, standard measurement tests of individual proficiency in reading, writing, speaking and comprehending foreign languages, but submission to testing is primarily voluntary.

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8. The weaknesses of the present situation, in short, are that there is no provision for adequate:

- a. identification of current requirements
- b. identification of existing competences
- c. meeting of current requirements for language competences
- d. development of a reserve of competences to meet future requirements
- e. encouragement to individuals to develop greater competence either for the current assignment or as a contribution to the reserve.

9. In order to correct the inadequacies of the present situation and meet the objective of the Director, the following six steps may be considered:

- a. To establish a register of the foreign language competence of all staff personnel having language competence, based upon uniform standard tests, in order to ascertain existing competences and readily to identify those individuals competent to meet a specific Agency language requirement.
- b. To reiterate the command responsibility of each Deputy Director to determine current and future language requirements for the full discharge of his responsibilities and to take all necessary and proper steps to assure the continuing attainment and maintenance of language proficiency by staff personnel under his jurisdiction.
- c. To provide incentive, in the form of monetary awards, to Career Staff personnel to attain and/or maintain defined standards of workable proficiency in one or more foreign languages.
- d. To provide adequate facilities, both within and without the Agency, to permit qualified staff personnel to attain and maintain proficiency, regardless of the specific language requirements of their positions.
- e. To select a limited number of Career Staff personnel having exceptional qualifications for intensive training to develop proficiency in difficult, unusual, or short-supply languages for which a requirement may develop.
- f. To expand and strengthen the existing foreign language proficiency testing program to meet requirements of both an incentive program and the establishment of a register.

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or advanced levels, which would immediately entitle them to a bonus for possession; this cost would not represent effort or development of Agency language resources, but would be an annual cost in addition to the cost of awards for effort and development of proficiency by Agency personnel.

e. The administration of a bonus-for-possession policy would be comparatively easy. Only a test would be required to determine possession of proficiency. However, the administration of an incentive-for-effort policy, if effective now, would not be much more difficult.

f. The purpose of an incentive awards program, including considerations of equity, administration, and cost, is closely related to considerations of when the program should start (discussed below).

2. Starting Date of Program.

a. One view, and the unanimous view of the committee, is that the incentive award program should start as of now, for effort at developing and/or maintaining fluency following effective date of the program. As a basis for measurement, as well as for the register, language competences of staff personnel as now existent should be established by means of foreign language proficiency tests, and recorded in a register for use to meet assignments requiring such competence. Staff personnel, with existing proficiency no matter how or when obtained, would not be eligible for award for achievement of current proficiency, but only for achievement of proficiency at a higher level or for maintenance of proficiency at the same level, as determined by annual foreign language proficiency tests. The award for achievement and/or maintenance of proficiency would be for the effort involved therein, and as an effort incentive to achieve and/or maintain proficiency for use in the Agency.

b. Any other view presents almost insuperable problems of administration and increased cost, as well as a program retroactive in effect.

3. Who is Eligible for Award.

a. Career Staff personnel ~~(staff employees and staff agents)~~ are the only assets which in actual fact are available for establishment of a truly long-term language proficiency reserve for the Agency. Only individuals who have chosen CIA as a career, and been accepted as such, represent a dependable potential for the Agency's language reserve. It is felt, therefore, that only Career Staff personnel should be eligible for awards.

b. Staff personnel, who have been with the Agency less than three years and prior to membership in the Career Staff, who are properly qualified in accordance with established standards and procedures,

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freely normal social-travel situations, and ability to read newspapers with the aid of a dictionary. This is the quality of proficiency that it is expected would require a person of average aptitude the time indicated below for each Language Group to acquire.

Formal Study, Full-Time Formal Study, Typical Part-Time

Language Group 1	5 months	4- 5 years
Language Group 2	9 months	7- 8 years
Language Group 3	12 months	8-10 years
Language Group 4	18 months	12-15 years

(3) Specialized Proficiency: Ability to read, or speak at a high level of performance (as described for High Proficiency (comprehensive), above).

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6. Distinction in Awards.

a. An incentive program consisting both of awards and the opportunity for training leads to the question whether any distinction in amount of awards should be made between persons who learn languages at Agency expense and time or persons who may learn languages at their own expense and time.

b. In pursuit of the Director's objective, an effort to establish a distinction is regarded as academic; for it is believed essential, if the program is to be appreciably productive, that the Agency provide every reasonable facility to individuals desiring to contribute to development of the Agency's language competence. They should not only be offered the Agency's training facilities but should be encouraged to use them to the fullest extent that their regular duties permit. The incentive without the facility, in terms of time and training, will not achieve the end desired. While it is recognized that many persons may not be permitted official time to participate in this program, in broad, general terms, the rate and quality of development toward the objective will be closely related to the degree of use that individuals may make of Agency time and facilities.

c. Realistic approach to the objective of the Director, therefore, dictates provision by the Agency of its language training facilities as an incentive, as well as of monetary award. Substantial realization of this objective cannot be expected from individuals endeavoring to qualify for awards on their own time, regardless of whether or not the costs

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C. CONSIDERATIONS

1. Conduct of this program cannot be divorced from personnel requirements for its success. These requirements relate both to the administration and conduct of the program and to participation. In adoption of the program some consideration should be given to these requirements identified, insofar as possible, below.

a. Development and maintenance of the register by the Office of Personnel presumably would impose an additional clerical, if not professional burden upon that Office.

b. Development of the Proficiency Testing Program at a rate required to meet the needs of the Foreign Language Development Program would require professional and clerical augmentation of the present staff of one staff employee and one occasional consultant now developing the program.

c. Active response to the program could significantly increase the need for OTR to provide more training, to provide more intensive training, and to provide training in languages not now taught.

d. Provisions should be made so that (1) all components of the Agency affected by the responsibility placed upon Deputy Directors to ensure language competence where required may comply by assignment of personnel to training where required without decreasing necessary capability to perform assigned responsibilities, and (2) persons selected for training directed toward development of the reserve may have all reasonable opportunity to participate in the best available training.

e. As presently conceived, in modest proportions, the selection semi-annually of six persons of outstanding promise for development as language officers need not create any expense not presently provided for, on assumption that such persons can be considered, according to prevailing policy, for development. Should the Agency desire, however, to develop the reserve more rapidly, some provision of special slots for this language specialists development might be desirable.

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d. Likewise, it is also impossible to estimate the costs of external training that might seem appropriate. For the most part, where the numbers of people involved are small, internal training is more economical, it is felt that training should be provided internally. Expense for external training then should be for that training which cannot be more economically provided internally because of numbers of students or unusualness of the language, or (in the absence of an Agency-conducted night school) for persons whose duties prevent their training during the working day.

3. Development of administration that is equitable for persons who maintain fluency while overseas presents a special situation. It will be feasible to provide testing only at Headquarters. In those cases where persons have established a record of proficiency at any of the recognized levels and, on return to Headquarters, demonstrate maintenance of fluency, it is proposed that maintenance awards be granted retroactively for each 12-month period from the date on which the person established his proficiency. Achievement awards, however, would not be made retroactively, but only at time achievement is established by proficiency test.

4. The senior representative of the General Counsel on the Committee advises that the legal question of the authority of the Director of Central Intelligence, under sections 10A and 10B of Public Law 110, 81st Congress, to approve a program providing incentive awards for language proficiency is unsettled, and is still under consideration by the Office of the General Counsel.

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DRAFT
31 January 1956

REGULATION
NO.

FOREIGN LANGUAGE DEVELOPMENT PROGRAM

1. GENERAL

For effective fulfillment of its current responsibilities, the Central Intelligence Agency requires increasingly greater numbers of staff personnel who possess useable proficiency in one or more foreign languages. Unforeseeable future responsibilities placed upon the Agency could greatly increase both the number of proficient persons needed and the variety of foreign languages required to carry out its mission.

2. PURPOSE

This Regulation establishes a program designed to ensure that identifiable and current requirements for foreign language competences are met, and to encourage development of a reserve of language resources for unforeseeable future needs anywhere within the Agency.

3. DETERMINATION OF REQUIREMENTS FOR FOREIGN LANGUAGE COMPETENCES

- a. Each Deputy Director will determine requirements for foreign language competences with regard to all missions, functions and activities for which he is responsible. The initial determination of requirements will be completed six months after publication of this Regulation, and will be furnished to the Director of Training and the Director of Personnel for their use and guidance in carrying out their responsibilities under this and other Agency Regulations.
- b. Deputy Directors will assure progressive attainment and maintenance of foreign language capabilities of staff personnel under their

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- e. All staff personnel desiring to qualify for awards will establish a record of their current proficiency by (a) submission to OTR of a statement of intent and of no useable knowledge of the language, or (b) performance in a CIA Proficiency Test anytime after promulgation of this Regulation. Original endeavor to qualify for award may be made six months thereafter. Having once qualified for award, persons may qualify for additional "achievement awards" at any time and for "maintenance awards" at intervals of one year or more. No awards will be made retroactively except that overseas personnel who, prior to departure, demonstrated high, intermediate or specialized proficiency, as defined herein, and, on return, demonstrate maintenance may be granted "maintenance awards" retroactively for each 12-month period following date of original performance.
- f. Awards will be granted according to the table attached hereto. "Achievement awards" may be earned only once at the same level of performance in each language; "maintenance awards" may be earned at intervals of not less than one year. Awardable proficiencies are:
- (1) HIGH PROFICIENCY (comprehensive): Ability to read, speak, write, and understand at a high level of performance; ability to function freely in the language in non-technical matters at the level of the educated native, with a high degree of accuracy.
 - (2) INTERMEDIATE PROFICIENCY (comprehensive): Ability to read, speak, write, and understand at a moderate speed with a high degree of accuracy. This includes basic familiarity

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h. Since acquisition of minimum to full foreign language proficiency
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minimum for limited purposes) to 3 years (difficult languages full proficiency) of full-time training, the following are authorized:

- (1) Any staff personnel may request approval to take advantage of the Agency's language training program, both internal and at external facilities, in accord with established standards and procedures and with prior approval for development of proficiency. Availability of Agency facilities for maintenance, however, is limited to established internal activities, as maintenance is regarded as a personal responsibility. Supervisors are encouraged to permit individuals reasonable opportunity to participate in the program.
- (2) Any Career Staff personnel may apply, with endorsement of appropriate Deputy Director, for intensive training in languages specifically designated as unusual, neglected or short-supply leading to high proficiency for the Agency reserve. Semi-annually, the Director of Training may recommend candidates to the Career

Development Panel for selection of not more than six persons.

Applicants will be nominated and selected on a basis of exceptional qualifications for development as advanced language officers without reference to requirements of current assignment with a view to duty, as needed, anywhere within the Agency. Qualifications will include superior language aptitude, outstanding interest and motivation, and above average professional performance.

1. The Director of Training, with other persons from components of the Agency, as appropriate, will develop procedures, standards, schedules and other pertinent information within the policies set forth herein.
5. REGISTER OF CIA FOREIGN LANGUAGE PROFICIENCY
 - a. The Director of Personnel will compile and maintain a register of CIA staff personnel possessing foreign language competences, to be combined with other individual qualification data pertinent to maximum utilization of the register for management purposes.
 - b. All staff personnel possessing any degree of language competence will take appropriate, scheduled proficiency tests. Exemptions may be authorized where existing records confirm possession of proficiency at established levels. Preliminary to this, to provide immediate provisional evaluations for the register, all staff personnel will complete a Foreign Language Questionnaire to be provided by the Director of Personnel.
 - c. The Director of Training will develop and administer a schedule of CIA Language Proficiency Tests and will certify the results to the Director of Personnel.

6. PROGRAM ADMINISTRATION

The Deputy Director (Support) is responsible for the over-all administration of this program and for promulgating appropriate regulatory issues.

ALLEN W. DULLES
Director

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